# Improving Air Quality and Health across Leicestershire 2020- 2023: a multiagency partnership for joint action

Developed by leading public sector organisations in Leicestershire, convened by Leicestershire County Council

## **Document Control**

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| NHS Trust                      |  |
| East Midlands Ambulance        | TBC  |
| Service                        |  |
| Leicestershire Fire and        | TBC  |
| Rescue Service                 |  |

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| 1.0                  | Initial skeleton report produced          | Julia Knight | October 2019                         |
| 2.0                  | Revised following "Leicestershire Air     | -            |                                      |
|                      | Quality and Health Partnership Action     |              |                                      |
|                      | Plan"                                     |              |                                      |
| 3.0                  | Revised following further engagement with |              | December 2019                        |
|                      | partners and detail added                 |              |                                      |
| 4.0                  | Revised following partner feedback        | Kelly Evans  | July 2020                            |

#### **Foreword**

"In May 2019, Leicestershire County Council declared a Climate Emergency. We recognised that we need to work more closely with partners and other public bodies across the county and region to deliver ambitious goals if we are to halt further changes to the climate and deliver sustainable solutions. Air pollution and climate change are often said to be "two sides of the same coin": both are largely caused by the same sources and have similar solutions. This ambitious multiagency partnership plan on Air Quality and Health demonstrates this commitment and a tangible response to tackle the pressing climate issues we are facing.

Good air quality is essential for our health, quality of life and the environment. This document sets out how we will deliver against the recommendations of the comprehensive joint strategic needs assessment (JSNA) on Air Quality and Health in Leicestershire, which we published in May 2019..."

### Mr Lee Breckon

Lead Member for Health and Wellbeing

#### **Executive summary**

Air pollution has a significant impact on public health and wellbeing, and poor air quality is the largest environmental risk to public health in the UK.

Health effects from air pollution occur across the life course - from conception to older age. Conditions caused by air pollution not only cause deaths but also significantly reduce quality of life. They also mean people are less able to work and need more medical and social care support, resulting in higher social costs and greater burden on the Health and Care System.

This call to action aims to improve air quality across Leicestershire through joint working across organisational boundaries, with professionals and the public to improve air quality in the county and reduce the impact of air pollution on human health and the environment.

The key aims of the action plan are to:

- Bring about a significant and measurable improvement to air quality in Leicestershire through joined-up working to implement cost-effective measures.
- Reduce the impact of poor air quality on the health of residents, workers and visitors, and the environment.
- Raise public awareness of air quality, its impact on health and personal protection measures to promote sustainable behaviour change.
- Increase our understanding of the state of air quality in Leicestershire and the impact of measures to improve air quality.
- Meet and exceed statutory obligations and national targets on air quality.

Priorities set out in the Joint Strategic Needs Assessment suggest key deliverables to achieve the vision and aims to improve air quality. It reflects the evidence base for what works in relation to particulate matter and nitrogen dioxide.

In addition to these objectives the following three priorities were determined by partners as the focus of collaborative action over the next 3 years:

- A) Active and sustainable travel: This work should act as a catalyst for behaviour change and modal shift to green travel.
- B) Planning and development strategies and proposals: Guidance and frameworks should be developed with and for planners to support measures to improve air quality and identify and address developments which may worsen air quality.
- C) Information sharing and campaigns: It is important that we take steps to understand the public's views, knowledge, attitudes and motivations, in order that they can be engaged in developing actions which are aligned with their priorities.

All organisations, professionals and the public have a role to play to in improving air quality across Leicestershire.

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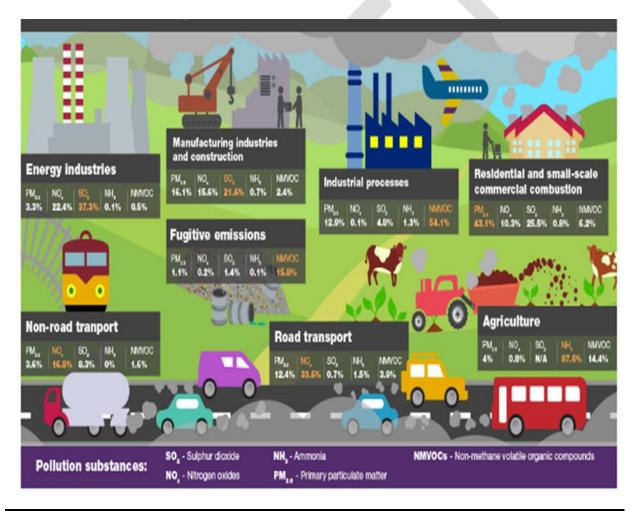
#### 1. Background

Air pollution has a significant impact on public health and wellbeing, and poor air quality is the largest environmental risk to public health in the UK.

## 1.1 Air pollutants and their sources

Air pollution is a complex mix of particles and gases; both natural and of human origin. Particulate matter (PM) and nitrogen dioxide (NO2) are major components of urban air pollution; other pollutants include Sulphur dioxide, Ammonia, Ozone and Non-methane volatile organic compounds (NMVOCs).

Road vehicles are the main pollution source that people are exposed to in the most populated urban environments and the pollutants they cause and emit have the greatest health impacts. Combustion for heating, farming activities and certain industrial processes also contribute to air pollutant emissions, but these tend to be more diluted, contributing to background levels of air pollution. There are considerable differences in emissions between different vehicles and fuels. In general, diesel exhausts contain up to 30 times more PM than petrol or liquefied petroleum gas (LPG) / compressed natural gas (CNG), but all vehicles generate additional PM from friction of brakes and tyres and through re-suspension of dust from road surfaces.



#### 1.2 Air quality and public health

In the UK, the burden of air pollution on health ranks alongside those arising from cancer, heart disease and obesity. Recent research has estimated that long term exposure to man-made air pollution in the UK has an annual effect equivalent to 28,000 to 36,000 deaths.

The strongest evidence for effects on health is associated with fine particulate matter (PM2.5). Long-term exposure from PM2.5 increases poor health, deaths from heart and lung diseases and incidence of lung cancer.

NO2 is known to be a respiratory irritant, there are associations between this pollutant and reduced lung development and respiratory infections in early childhood as well as effects on lung function in adulthood. Some studies have also shown associations of outdoor NO2 with adverse effects on health, including reduced life expectancy.

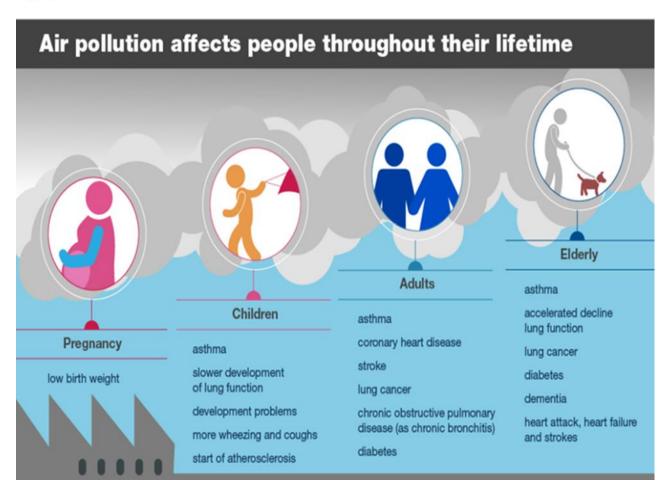
Currently there is no clear evidence of a safe level of exposure to PM or NO2 below which there is no risk of adverse health effects.

There are gaps in evidence (and measures) about the relationships and interrelationships of other air pollutants and health.

Health effects from air pollution occur across the life course - from conception to older age. Conditions caused by air pollution not only cause deaths but also significantly reduce quality of life. They also mean that people are less able to work and need more medical care, resulting in higher social costs and burdens to the National Health Service. Some people are more affected because they live in a polluted area, are exposed to higher levels of air pollution or are more susceptible to health problems.



**Health** Matters



#### 1.3 Purpose of this document

By its nature, air quality cannot be controlled by geographical boundaries or by a single individual alone. Instead collective, systematic efforts are required to reduce air pollution and its harmful effects on health. This document sets out an approach for joint action to improve air quality and health in Leicestershire.

#### 2. Context

## 2.1 Policy framework and previous decisions

On 15 May 2019 Leicestershire County Council declared a Climate Emergency, resolving to work with partners and other public bodies across the county and region to deliver ambitious goals to reduce carbon and other greenhouse gas emissions. Actions to reduce these emissions will in many or most cases also help to reduce other air pollutants.

The UK Government and the devolved administrations have policy responsibility for air quality in England, Scotland, Wales and Northern Ireland respectively.

- The Clean Air Strategy, published January 2019, constitutes the Government's main plan to curb emissions of nitrogen oxides (NOx), sulphur dioxide, volatile oxide compounds, ammonia and particulate matter (PM2.5) emissions as required by the National Emissions Ceilings Directive and the Gothenburg Protocol underpinning it.

Local authorities in Great Britain also have powers to tackle local air pollution via the Clean Air Act 1993, the Road Traffic (Vehicle Emissions) (Fixed Penalty) (England) Regulations 2002 and equivalent legislation in Scotland and Wales. The latter includes enforcement powers for stationary idling offences.

Local authorities are required to review and assess local air quality, in accordance with the statutory Local Air Quality Management (LAQM) guidance. Where a local authority identifies areas exceeding statutory limits and there is relevant public exposure, it is required to declare the geographic extent of exceedance as an Air Quality Management Area (AQMA). It must then draw up an action plan detailing remedial measures to address the problem.

In two-tier authority areas, such as Leicestershire the duties placed on local government associated with air quality management are the responsibility of district authorities. This includes identification of AQMAs, monitoring and reporting on air quality, producing and delivering action plans, and assessing the impact of development on air quality through the planning process.

However, there are obligations on both the county and district councils within Part IV of the Environment Act 1995 in relation to air quality. The Secretary of State expects lower and upper-tier councils to work together to develop their approach and, with respect to action plans, ensure that all necessary measures to address air pollution in their local area are included.

The Director of Public Health has a statutory duty to ensure that plans are in place to protect the health of the local population.

Leicestershire's Joint Health and Wellbeing Strategy 2017 – 2026 sets out the vision to "improve health outcomes for the local population, manage future demand on services and create a strong and sustainable health and care system by making the best use of the available resources". Improving health outcomes is reliant on understanding and tackling the causes of ill-health; of which poor air quality is one.

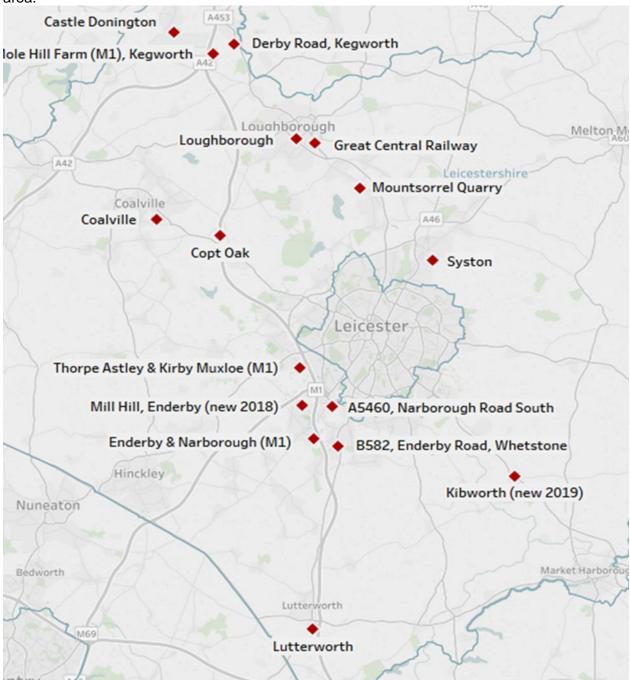
The Council's Environment Strategy 2018-2030, which was approved by Cabinet on 6 July 2018, and subsequently reviewed, following the declaration of the Climate Emergency in May 2019, and approved by Full Council on 8 July 2020, it aims to reduce pollution and the environmental impacts of travel and transport. There is also an aim to protect people from harm caused by the deteriorating condition of the environment.

#### 2.2 Scale of the air quality problem in Leicestershire

There are 14 Air Quality Management Areas (AQMA) in Leicestershire:

- 12 of these monitor Nitrogen Dioxide (NO2).
- One AQMA monitors Sulphur Dioxide (SO2) and covers the Great Central Railway area and one AQMA monitors particulate matter (PM10) and covers the Mountsorrel Quarry area.
- Melton Borough Council, Hinckley and Bosworth Borough Council and Oadby and Wigston Borough Council have currently no declared AQMAs.

The majority of AQMAs appear to fall, roughly, along or around the central North / South spine of Leicestershire. It is estimated that over 0.6% (>4000) of the Leicestershire population live in an AQMA area.

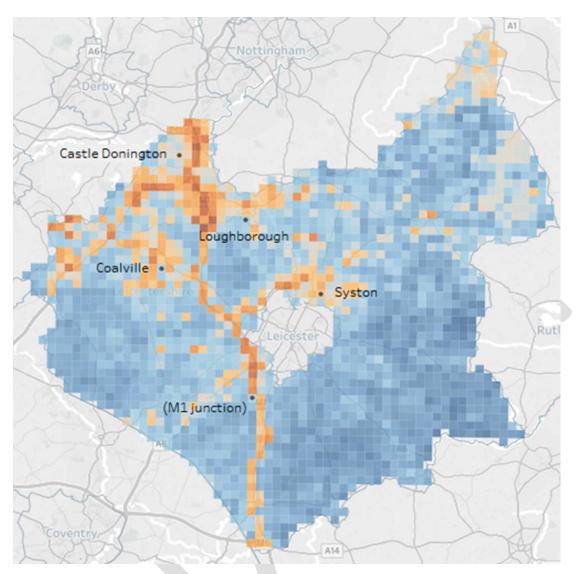


There are 5 continuous monitoring stations and 207 passive monitoring sites for NO2 across Leicestershire:

- In 2017 there were 11 recorded exceedances for NO2 annual mean concentration above the objective of 40μg.m-3,
- Monitoring of PM10 and SO2 show no exceedances for 2017.

Background levels of PM are found to be higher in North West Leicestershire, Loughborough and Kegworth. Quarries and the airport considered as the cause.

There are also higher levels of NO2, PM2.5 & PM10 around the main road routes in the county; namely the M69, A42, A46, A6 and the M1.



# 2.3 Estimating the health burden of poor air quality in Leicestershire

Leicestershire has higher population densities in urban centres. There are pockets of high deprivation, measured using the Index of Multiple Deprivation (IMD) 2015, in areas of Loughborough, North West Leicestershire and Hinckley & Bosworth.

Additionally, there is deprivation around outdoor environment, measured using the specific IMD 2015 indicator, in Loughborough as well as the fringes of Leicester in Oadby and Wigston. The Loughborough Bell Foundry area falls into the lowest quintile nationally for both IMD 2015 as well as outdoor environment indicator. The Access Healthy Assets and Hazards tool demonstrates that Leicestershire is less conducive to health than the England average. All these findings are important because there is a known relationship between deprivation and burden of ill health due to poor air quality.

In Charnwood there are lower GP reported prevalence of hypertension. This was at odds with findings that cardiovascular disease rates are significantly higher in Leicestershire in comparison to England. This could suggest higher levels of undiagnosed disease in this area.

Whilst Leicestershire was found to have high GP reported rates of asthma and Chronic Obstructive Pulmonary Disease (COPD) but lower levels of respiratory infections than the England average, this finding was not observed for Charnwood. This gives rise to concern about gaps in the figures reported. This view is further confounded by significantly higher admission rates for COPD in urban centres, including within Loughborough.

10% of Leicestershire's working population is at risk from higher levels of air pollutants due to occupational exposure.

Leicestershire was found to have significantly lower walking and cycling rates for travel in comparison to England rates.

It is estimated that cases (per 100,000 population) attributable to the pollutants PM2.5 and NO2 will increase by 2035 in Leicestershire if no action no additional action on air quality is taken.

## 2.4 Estimating the mortality burden of poor air quality in Leicestershire

Air pollution is the biggest environmental hazard in terms of mortality.

Preventable deaths due to PM2.5 is the 3rd leading cause of preventable deaths in Leicestershire and approximately 88 deaths in 2018 could be attributed to it.

#### 3. Progress

#### 3.1 Comprehensive assessment of need

Air quality and health related issues in Leicestershire have been appraised in detail and findings delivered as a Joint Strategic Needs Assessment (JSNA) chapter<sup>i</sup> - published in May 2019. Six objectives for improving air quality and health were determined. These are:



- Clear leadership, vision and strategic direction
- Collaborative partnership working.
- Consideration of air quality and health in planning and development,
- Alignment of air quality and health with environment and transport decisions
- General communication with the public and organisations about air quality and health
- Targeted communication and campaigns with priority, groups and key organisations about air quality and health

## 3.2 Stakeholder engagement

To mark the publication of the JSNA chapter, LCC Public Health, Environment & Transport and communication teams delivered an active and sustainable travel campaign. This aimed to empower members and employees, of every level, to make sustainable or active travel choices in support of World Environment Day on 5th June and Clean Air Day on 20th June 2019. District Councils were invited to take part in this initiative. The campaign was reported to be well received by County Council employees.

Findings from the JSNA have been presented to the Leicestershire Health & Wellbeing Board. Lead authors were asked to develop a multiagency action plan for air quality and health which champions engagement of a wide range of stakeholders.

Findings from the JSNA, and next steps, have been presented at the District Council Chief Executives meeting, District Council scrutiny committees and the Environmental Health managers group.

A workshop session, attended by public sector strategic leads including NHS representatives, to build support and scope the focus of a multiagency partnership has been held. The content of this plan reflects the discussions in that meeting.



# 4. Vision for Air Quality and Health across Leicestershire

Organisations, professionals and the public across Leicestershire will work together to improve air quality in the county and reduce the impact of air pollution on human health and the environment.

#### 4.1 Aims

The key aims of the action plan are to:

- Bring about a significant and measurable improvement to air quality in Leicestershire through joined-up working to implement cost-effective measures.
- Reduce the impact of poor air quality on the health of residents, workers and visitors, and the
  environment.
- Raise public awareness of air quality, its impact on health and personal protection measures to promote sustainable behaviour change.
- Increase our understanding of the state of air quality in Leicestershire and the impact of measures to improve air quality.
- Meet and exceed statutory obligations and national targets on air quality.

## 4.2 Priorities for joint action

Priorities set out in the JSNA suggest key deliverables to achieve the vision and aims of the partnership action plan. It reflects the evidence base for what works to improve air quality related to particulate matter and nitrogen dioxide. In addition to this member of the multiagency partnership have agreed the following three priorities as the focus of collaborative action over the next 3 years:

#### A) Active and sustainable travel:

Switching journeys from cars to walking, cycling and public transport not only has a large beneficial impact on the individual's health, but a wider benefit to the population health as there are corresponding decreases in overall air pollution levels. There are also subsequent impacts in term of health improvement from increased activity levels. COVID 19 has created additional challenges to promoting public transport, but also created huge opportunities to develop walking and cycling infrastructure.

Public and private sector organisations as well as the public should be communicated with to support their understanding and uptake of active travel. This communications plan should focus on actions to support behaviour change to improve the uptake of active travel. This work should act as a catalyst for behaviour change and modal shift to green travel.

## B) Planning and development strategies and proposals:

Measures to improve air quality are highly cost-effective when integrated into the planning and policy process. Planning and policy will be critical to providing an environment which promotes the uptake of active travel and ULEVs as an alternative to other options.

Guidance and frameworks should be developed with and for planners to support measures to improve air quality and identify and address developments which may worsen air quality. This should also look at how to promote investment in active travel and electric vehicle charging infrastructure and be part of a joined-up approach with other green infrastructure planning initiatives including the Building with Nature benchmark and low carbon construction - ensuring planning regulations require more sustainable building requirements to help reduce carbon emissions.

#### C) Information sharing and campaigns:

It has been acknowledged throughout the development process that relatively little is known about the views and understanding of the public in Leicestershire regarding air quality and health. It is important that

we take steps to understand the public's views, knowledge, attitudes and motivations, in order that they can be engaged in developing actions which are aligned with their priorities.

These have been chosen as they are supported by evidence in recent NICE<sup>ii</sup> and PHE<sup>iii</sup> guidance.

#### 4.3 Challenges

Notwithstanding the aims outlined above it should also be recognised that there are several on-going challenges addressing air quality at a local level that need to be considered;

- the level of government funding available to tackle air quality issues is, in relative terms, small. The emphasis of most of the available government funding is instead on economic growth and housing delivery. These policies need to be influenced locally to address poor air quality.
- Leicestershire continues to be heavily trafficked in many areas, with additional traffic pressures likely to be brought about as a result of population and economic growth. Meeting these future housing and employment needs without increasing congestion and reducing air quality will need to consider locally



# 4.3 Activities to deliver against our commitments by 2023

| JSNA objective   | Focus area  | Multiagency commitments   | Partnership actions   |
|--|---|---|---|
| Clear leadership, vision and strategic direction                             |   | Local authorities to work together through the LLR Air Quality forum and East Midlands Air Quality network.   | Integrate action plans across the partnership and dedicate resources (where appropriate) to reduce harmful emissions and the impacts to public health from poor air quality   |
| Collaborative partnership working  | Planning and development strategies and proposals | <ul> <li>Consider the impact on air quality and health of all relevant organisational and cross Leicestershire strategies such as Transport plan</li> <li>Integration of sustainability and health into local planning and design frameworks</li> </ul>   | Resource to routinely deliver specialist public health support for strategic spatial planning, local area plan development and work on major developments will be formalised.   |
| Consideration of air quality and health in planning and development          |   | Develop a joined-up process to ensure all appropriate planning and development proposals that have an impact on air quality are rigorously and systematically scrutinised - using Health Impact Assessments for major developments, and using a Health in All Policies approach to influence wider policies and plans | <ul> <li>Air quality issues will be considered as part of planning policy as well as policies that influence strategic and local development plans</li> <li>A programme to support local planners to consider the health impacts of planning proposals and urban redevelopment will be scoped, designed, delivered and evaluated</li> <li>Public Health to formalise its commitment to provide support to Planning and Highways Authorities within the planning process</li> <li>Consider areas for planting nitrogen dioxide reducing trees</li> </ul> |
| Alignment of air quality and health with environment and transport decisions | Active and<br>Sustainable Travel                  | - Prioritise investment in walking and cycling infrastructure to enable modal change, especially where this would encourage and facilitate active travel to   | <ul> <li>Opportunities to make the case for investment and obtain further funding for infrastructure that promotes the use of active travel and electric vehicles will be identified and optimised</li> <li>Development of a Cycling and Walking Strategy for Leicestershire; which will set out LCC's overarching</li> </ul>   |

| LOGOS TO BE ADDED- SUGGEST  | ALL DISTRICT COUNCILS, C                            | DUNTY COUNCIL AND LEICESTERSHIRE CCGS (ONCE AGREED)  |
|---|---|--|
|   |   | schools (consider 20 mph zones) and workplaces in areas of high urban density  Optimisation of green spaces to reduce people's exposure to poor air quality and encourage active and sustainable travel for air quality and health benefits  strategy for cycling and walking in Leicestershire, in support of meeting targets set out in the Government's Cycling and Walking Investment Strategy (CWIS) and LCC's Environment Strategy  Planning and Highways Authorities should seek to consider a hierarchy of transport provision prioritising walking and cycling where appropriate  Consider air quality alerting systems in areas with poorer air quality  Look at the Council own fleet vehicles including grey fleet vehicles  Consider increasing secure cycle parking  |
|   |   | <ul> <li>Scale up activity to adopt sustainable and active travel solutions in Leicestershire.</li> <li>Develop organisational travel plans, support staff to use sustainable forms of transport and promote active and sustainable travel by customers and the public.</li> <li>A network of sustainable travel planners will be established.</li> <li>Opportunities to promote active and sustainable travel of staff, customers and the public will be identified and optimised</li> </ul>  |
| General communication with the public and organisations about air quality and health, | Information sharing, and behaviour change campaigns | <ul> <li>Standardise communication with the public, professionals and other organisations on the short and long-term impacts on health of poor air quality</li> <li>Alignment of public health messages across the partnership around air quality and active and sustainable travel choices</li> <li>Increase knowledge about the prevalence of multi fuel stoves across Leicestershire and negative impacts on air quality and health.</li> <li>Provision of clear and consistent messages about air quality and health across a range of communication channels</li> <li>Key messages on air quality and health will be included on existing (relevant) partner branded information sheets, websites and other mediums</li> <li>A series of behaviour change campaigns to promote active and sustainable travel, anti-idling, Clean Air Day and reduced multi fuel stove use will be scoped, designed, delivered and evaluated</li> <li>Work with communities to understand the barriers to improving air quality in their areas.</li> </ul> |
| Targeted communication  |   | - Empower local people and - Information about air quality and health will be shared   |
|   |   |  |

| and campaigns with priority, groups and key organisations about air quality and health | businesses to take action to reduce their emissions.  - Clearer methods for engaging regularly with the public or organisations | with residents, local businesses, health organisations, local early year's settings, schools' colleges and universities in a variety of formats; as appropriate to the audience. This will explain how people and organisations can minimise emissions of pollutants and exposure to poor air quality  - A programme to support front line staff to deliver messages around air quality and health (as part of their deliverage) will be accorded designed delivered and |
|--|---|--|
|  |   | daily roles) will be scoped, designed, delivered and evaluated.  |

#### 5. Governance:

Existing air quality partnerships: Authorities across Leicester, Leicestershire and Rutland collectively contribute to the "LLR Air Quality Forum", which was formed in the late 1990s. This provides the mechanism to collectively discuss and investigate potential initiatives to improve air quality as well as collaborate on areas of difficulty. This forum meets at least quarterly and is chaired by a Senior Environmental Health Officer from Blaby District Council. In recent years the active membership of the Forum has broadened to include PHE, the County Council's Public Health Department, and Academics. A planning officer from one of the Borough Councils has started to attend the meetings. Additionally, the East Midlands Air Quality Network meets twice a year and seeks to improve understanding and consistency of approach across the Region.

Formalising ways of working together on air quality and health issues as a multiagency team is crucial to achieving success. The work of the multiagency partnership will be a standing item of the LLR Air Quality forum and updates delivered at least quarterly by DLs or their nominees. A progress report will be presented to the Leicestershire Unified Prevention board biannually by the chair or a nominated member of the Air Quality and Health Strategic Partnership Group (SPG); members of the board will be invited to scrutinise gaps and discuss any barriers to success.

A "round-up" of actions taken will be presented at the Leicestershire Health and Wellbeing board annually by the chair or a nominated member of the SPG; members of the board will be invited to scrutinise progress.

#### 6. Resources

There are currently no new financial resources available to support the delivery of the action plan. Each partner organisation will be expected to contribute staff time and other in-house resources to support the activities and optimise existing resources to support multiagency action.

Members of the SPG are sufficiently senior to identify new resources, as and when they come available.

Acronyms and definitions

| Acronym  | Name  |
|----------|---|
| AQMA     | Air Quality Management Area                           |
| COPD     | Chronic Obstructive Pulmonary Disease                 |
| CNG      | Compressed Natural Gas                                |
| DL       | Deputy Lead   |
| IMD 2015 | Index of Multiple Deprivation, published in 2015      |
| LAQM     | Local Air Quality Management                          |
| JSNA     | Joint Strategic Needs Assessment                      |
| LCC      | Leicestershire County Council                         |
| LPG      | Liquefied Petroleum Gas                               |
| LLR      | Leicester, Leicestershire and Rutland                 |
| NICE     | National Institute for Clinical Excellence            |
| NMVOCs   | Non-methane volatile organic compounds                |
| NOx      | Nitrogen oxides                                       |
| NO2      | Nitrogen dioxide                                      |
| PH       | Public Health   |
| PHE      | Public Health England                                 |
| PM       | Particulate Matter (number denotes size of particles) |
| SO2      | Sulphur Dioxide                                       |
| SPG      | Strategic Partnership Group                           |
| SRO      | Senior Responsible Officer                            |



<sup>&</sup>lt;sup>i</sup> Leicestershire County Council (LCC). (2019). Leicestershire Joint Strategic Needs Assessment 2018-2021 Air Quality and Health Chapter. Available here: <a href="http://www.lsr-online.org/uploads/jsna-air-quality-2019-v10-final.pdf">http://www.lsr-online.org/uploads/jsna-air-quality-2019-v10-final.pdf</a>

<sup>&</sup>lt;sup>ii</sup> National Institute of Clinical Excellence (NICE). (2017). Air Pollution- Outdoor Air Quality & Health (NG70). Available here: <a href="https://www.nice.org.uk/guidance/ng70">https://www.nice.org.uk/guidance/ng70</a>

Public Health England (PHE). (2019). Interventions to improve outdoor air quality and public health. Available here: <a href="https://www.gov.uk/government/publications/improving-outdoor-air-quality-and-health-review-of-interventions">https://www.gov.uk/government/publications/improving-outdoor-air-quality-and-health-review-of-interventions</a>